e-Monitoring of Service Level Agreements
Leveraging ICT to build a transparent and accountable public service environment
Sapna Kedia, OneWorld Foundation India
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About the Initiative

This publication is a part of the Capacity Building initiative under the National e-Governance Plan (NeGP) by NeGD with an aim to draw out learnings from various projects implemented in various States/UTs and sharing this knowledge, in the form of case studies, with the decision makers and implementers to benefit them, by way of knowledge creation and skill building, from these experiences during planning and implementation of various projects under NeGP.

Conceptualised and overseen by the National e-Governance Division (NeGD) of Media lab Asia/DeitY these case studies are submitted by e-Governance Practitioners from Government and Industry/Research Institutions. The cases submitted by the authors are vetted by experts from outside and within the Government for learning and reference value, relevance to future project implementers, planners and to those involved in e-governance capacity Building programs before they are recommended for publication. National Institute for Smart Government (NISG), working on behalf of this NeGD provided program management support and interacted with the authors and subject matter experts in bringing out these published case studies. It is hoped that these case studies drawn from successful and failed e-Governance projects would help practitioners to understand the real-time issues involved, typical dilemmas faced by e-Governance project implementers, and possible solutions to resolve them.

Acknowledgment

NISG sincerely thanks all the authors for documenting and sharing their rich experiences in terms of challenges and lessons learned and allowing us to publish and use these case studies in various training programs of NeGD and NISG. NISG also thanks all the external and internal experts who helped review the submitted cases, providing critical observations and for helping in articulating and presenting the case studies, both for class room use as well as a reference article.

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NISG-CBKM 91-200/Case Study/10-2014/V2

Printed & Published by
National Institute for Smart Government
www.nisg.org
on behalf of the
National e-Governance Division (NeGD)
Department of Electronics & Information Technology
Ministry of Communications & IT
Government of India
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Abstract

A look at key legislations, like the Right to Information, Right to Education and Mahatma Gandhi National Rural Employment Guarantee, passed in India over the last decade indicates a shift towards the adoption of a rights based approach in governance. A crucial recent legislation in this direction is the Right to Service (RTS) Act being passed by various Indian states under varied nomenclature. The basic idea behind this Act is that citizens have a legal entitlement to demand time bound services from the government and any shortfall on the part of government officials to fulfill this commitment can make them liable to penalization. For this purpose, states have fixed the time limit for notified services under the Act within which these services have to be delivered to citizens.

In the past two years, 12 Indian states have passed their respective versions of the RTS Act and are developing new solutions to strengthen its implementation. While Madhya Pradesh has set up a separate administrative department for this purpose, Bihar and Delhi are adopting ICT tools to facilitate their Act's implementation. Other states are in the process of notifying services under the Act and devising ways to put the Act in operation.

This document highlights the experience of Delhi’s Electronic Service level Agreement Monitoring (e-SLA) system designed for the implementation and monitoring of the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011. The e-SLA has been in operation since September 2010 and monitors the time bound delivery of 116 services across 23 departments. This online monitoring system successfully leverages Delhi’s existing IT infrastructure to integrate departmental databases with central software to generate Management Information System (MIS) reports that assist monitoring authorities to oversee the status of service applications in their department and track the number of disposed and pending service requests as per established timelines under the Act. The e-SLA also provides citizens with a facility to track the progress of their service request online through a web portal, thereby saving them the problem of visiting government offices multiple times.

Key words: Information and Communication Technology, Right to Service Act, public service delivery, transparency, accountability, monitoring, business process reengineering Delhi.

Note to Practitioners

This documentation intends to provide an overview of the Electronic Service Level Agreement (e-SLA) Monitoring system of the Department of Information Technology, Government of National Capital Territory (NCT) of Delhi. It seeks to outline e-SLA’s role in strengthening the implementation of the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011 and provides details about how this technology based system operates. The document also highlights the achievements of e-SLA, the challenges that service providers have faced during its implementation and presents the key lessons learnt in this process. It is hoped that this document can guide governance practitioners in their efforts to
develop solutions for building a transparent and accountable public service delivery environment in their respective states.

**Project Context**

Public service delivery processes in India suffer from large and glaring insufficiencies, resulting in delay and inconvenience to citizens. Most public services are not delivered in an efficient, equitable and transparent manner. Public services are often inadequate, poor in quality and extremely difficult to access.¹ Over the years, there has been growing recognition of the need to address these inefficiencies in the public sector of the country and efforts are being made to devise new approaches towards improving service delivery. A key trend in policy reform has been the move towards rights-based approach to governance, wherein the citizen is the focal point and can rightfully demand his/her entitlements from the state as justified claims.

The key focus within a rights-based approach to governance is on the principles of citizen participation, accountability and transparency. The need to shift towards such an approach to governance has been stressed in the reports of the Second Administrative Reforms Commission, Government of India particularly in the 12th report on ‘Citizen Centric Administration’. Also, a study of some key new legislations of the country like the Right to Information, Right to Education, Mahatma Gandhi National Rural Employment Guarantee Scheme and the proposed National Food Security Act verifies this shift towards citizen centric governance.²

The Right to Service (RTS) Acts that have been enacted by various Indian states under varied nomenclature over the past two years fall within this framework. These Acts guarantee to citizens access to time bound delivery of notified government services. The failure to meet these timelines makes the concerned service providing authority liable to penalization. The requirement of these RTS Acts stems from the need to address the various difficulties that citizens face while procuring government services namely ill-defined and complex procedures for making service request applications and their processing, absence of clearly defined authorities for service provision, the need to frequently visit government offices to get an update about a service request and the lack of adequate transparency, accountability and monitoring mechanisms which lead to rampant corruption. As a result of these problems, citizens exhaust their time, energy as well as financial resources and have to go through the drudgery of dealing with an unresponsive government.


By making the time bound delivery of services legally binding, the RTS Acts seek to ease these difficulties that citizens’ face in procuring government services. However, for these Acts to successfully fulfil their objectives, they have to be complemented by various reforms in service application and processing procedures as well as the strengthening of monitoring mechanisms.

Up till December, 2012, 12 Indian states have enacted their respective RTS Acts. These states are developing their respective mechanisms for implementing the RTS. While some states like Madhya Pradesh have formed a separate department i.e. Department of Public Service Management, states like Bihar have adopted a complete ICT based approach towards implementing their RTS Act. Many other states are currently in the stage of notifying services under the Act and will then proceed to develop an implementation strategy based on the availability of human, financial and technological resources.

A key innovation developed for the implementation of the RTS is the Delhi Government's Electronic Service Level Agreement (e-SLA) Monitoring System. The e-SLA is a technology based system to track service applications under the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011 and ensure the timely delivery of services to citizens. Up till January 2013, the system has been monitoring 116 services under 23 departments. Prior to the e-SLA, citizens of Delhi had to frequently visit government offices to get an update on their service requests, there was no fixed timeline within which they could expect the delivery of the requested service and citizens had no defined mechanism to file a complaint. The government also faced its share of difficulties in recording details of service requests and their processing status; as a result there was lack of adequate and accurate information to facilitate monitoring by higher authorities which made it difficult to ensure transparency in operations. The e-SLA sought to correct these problems in the public service delivery system of the capital and benefit both government authorities and citizens.

**Project Overview**

**Project Description**

*Electronic Service Level Agreement (e-SLA) Monitoring System*

Delhi is one amongst the 12 states to enact its RTS Act. The Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011 guarantees citizens of Delhi access to time bound delivery of notified public services and fixes a penalty of INR 10 per day per application for a failure to meet prescribed timelines. For the implementation of the Act, government departments have to appoint a Competent Officer who can be approached by a citizen for filing a complaint against a defaulting officer. An Appellate Authority also has to be appointed to review the decision passed by a Competent Officer.

To support the implementation of the Act, Service Level Agreements (SLAs) have been signed between the Department of Information Technology, Government of National
Capital Territory (NCT) of Delhi (GNCTD) and various departments to fix the time taken to deliver particular services. With these SLAs, departments are required to deliver various services within a fixed timeline, failing which they can be subject to penalization under the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011. Citizens have a legal right to demand services within these fixed timelines.

With the legal framework in place, a crucial necessity was the development of a monitoring mechanism to ensure the day to day implementation and compliance of the Act. Responding to this need, the Department of Information Technology, Government of National Capital Territory (NCT) of Delhi (GNCTD) launched the Electronic Service Level Agreement (e-SLA) Monitoring System in 2011.

The e-SLA software captures details about service requests and their disposal online. Its main function is to monitor the time taken to deliver a particular service against the fixed timeline for the said service under the SLA. The software also automatically calculates the penalty amount in cases of delay in service delivery.

Through the e-SLA, monitoring authorities can track service delivery processes in their respective departments. The e-SLA also allows citizens to track the status of their applications online through a specifically designed citizen interface.

The e-SLA was developed to ensure that the benefits of Delhi's RTS Act could be accessed by the entire population of the state and to cover the large administrative set-up comprising of 120 departments offering over 250 services which would not have been possible under a manual system.

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**Salient features of e-SLA**

- The e-SLA monitoring software has been hosted on the Delhi State Wide Area Network (DSWAN) at [www.delserv.nic.in](http://www.delserv.nic.in) accessible only to government officials through intranet.
- The software has been integrated with various departmental databases to get daily data on applications received, disposed and pending along with other attributes of the applications.
- Each Department is issued a username and password to access the e-Monitoring software, by NIC
- The software automatically calculates the delay in service provision and subsequent penalty to be paid.
- Various reports are available on [www.delserv.nic.in](http://www.delserv.nic.in)
- The system is monitored by senior officers.
- Citizens can track the status of their application at [www.e-SLA.delhi.gov.in](http://www.e-SLA.delhi.gov.in)

Source: Sapna Kedia. 'Online Monitoring of Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011'. *Governance Knowledge Centre*. Department of Administrative Reforms and Public Grievances.
**Project Objective**

The Electronic Service Level Agreement (e-SLA) Monitoring System seeks to support the implementation of the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011 by enabling the monitoring of day to day service delivery. This online monitoring system aims to create a citizen friendly transparent and accountable service delivery environment by streamlining procedures and encouraging attitudinal changes among service providers.

**Key Stakeholders**

The primary stakeholders involved in the working of the e-SLA system include:

1. **Department of Information and Technology (I.T), Government of National Capital Territory of Delhi (GNCTD):** The Dept. of I.T., GNCTD is the implementing agency for the e-SLA project and oversees the operation, up gradation and usage of the software.

2. **The National Informatics Centre (NIC):** The NIC has developed and designed the e-SLA software.

3. **23 Departments under the GNCTD:** These departments have notified services to be monitored by the e-SLA.

4. **Citizens:** The citizens are the ultimate beneficiaries of the e-SLA system that enables them to demand timely delivery of services and track their service requests.

**Implementation Strategy**

- Development of a central monitoring software
- Conducting a pilot to test the software
- Integrating central software with individual department softwares
- Generating awareness among citizens
- Evaluation and review of outcomes

*Figure 1: Implementation strategy of e-SLA*

*Source: OneWorld Foundation India, 2013*
Development of central monitoring software

The e-SLA software was developed by the National Informatics Centre (NIC) in consultation with the Department of I.T., GNCTD in 2010. The software utilizes an SQL server at the front end and a .NET framework at the back end. The software successfully leverages Delhi's existing I.T. infrastructure and is hosted on the Delhi State Wide Area Network (DSWAN) at www.delserv.nic.in.

The central purpose of the e-SLA system is to monitor the time taken for the delivery of particular services and hence the software has been designed to capture those details of service delivery that will aid in reflecting any delay in service provision. These details include the applicant's name, address, application in-date and application out-date. Along with these details, the timelines fixed under the SLAs for various services have been pre-fed into the e-SLA software.

The e-SLA software is central software which has to be integrated with localized department software for transfer of the application details mentioned above.

Conducting a pilot

After the development of the e-SLA software, the NIC and the Dept. of I.T conducted a pilot of the project from September 2010 to June 2011 to test the functioning of the software. The pilot phase covered 13 services from six departments. During this phase, the localized software that concerned departments were utilizing for their daily functioning were fine tuned for integration with the e-SLA software developed by NIC. The Management Information System (M.I.S.) reports of these departments were also modified to meet the requirements of the e-SLA software. Along with technological testing and up gradation, service delivery procedures of these departments were also tweaked during this period. The time taken to efficiently deliver services was fixed by studying the work flow of delivering different services and identifying situational and system related issues.

The pilot phase helped to fine-tune the e-SLA software and assisted the Dept. of I.T in developing a strategy for up scaling the usage of the software to other departments.

Up scaling the software to other departments

After the pilot phase proved the operational feasibility of e-SLA, the Department of I.T sought to promote the software among other departments. For this purpose, several high level meetings were held with Head of Departments to convince them to integrate the functioning of their respective department's with the e-SLA system. The day to day usage of

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the e-SLA software and its usefulness in facilitating the implementation of Delhi’s RTS contributed towards convincing various departments to join the e-SLA system.

Once the departments were on board, the next step was to integrate individual departmental software with the central e-SLA software. Through technical sessions, the concerned technical officers in the departments were guided in the process of integrating their local software with e-SLA. For this purpose, every department under the SLA’s was given a login ID and password. This login interface acts as a link between the department software and the e-SLA. By logging in through their respective ID’s, departments are able to transfer relevant monitoring related data (applicant’s name, address, application in-date and application out-date) to the e-SLA software hosted at www.delserv.nic.in.

Departments that do not have localised software of their own were trained by the Department of IT to develop simple software which they can use for pushing their data into the e-SLA. A provision for data integration through Delhi’s Common Service Centres (CSCs) known as Jeevan centres has also been made available. Departments which do not have the capacity to build their internal software can seek the assistance of Jeevan centres to transfer their data to the e-SLA.

<table>
<thead>
<tr>
<th>Department</th>
<th>Services Covered</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Food Supplies and Consumer Affairs</strong></td>
<td>Issuance of Ration Card (APL)</td>
</tr>
<tr>
<td><strong>Municipal Corporation of Delhi</strong></td>
<td>Issuance of Birth &amp; Death Certificate, Booking of Parks &amp; Community Halls</td>
</tr>
<tr>
<td><strong>New Delhi Municipal Council</strong></td>
<td>Issuance of Health License, Birth &amp; Death Certificate, New Electricity Connection, Water Connection (Domestic), Booking of Parks, Community Halls, Building Plan Approval</td>
</tr>
<tr>
<td><strong>Transport Department</strong></td>
<td>Issuance of Permanent &amp; Renewal of Driving License, Registration Certificate of Vehicle, Transfer of Ownership of Vehicle, Certificate of Vehicle Fitness Issuance of Learner’s Driving License</td>
</tr>
<tr>
<td>Department</td>
<td>Service Description</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>--------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Delhi Jal Board</td>
<td>New Water Connection (Domestic)</td>
</tr>
<tr>
<td>Trade &amp; Taxes</td>
<td>Registration under Delhi Value Added Tax (DVAT) and Central Sale Tax, Act</td>
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<tr>
<td>Delhi Park and Garden Society</td>
<td>Work Plan for Financial Assistance</td>
</tr>
<tr>
<td>North Delhi Power Limited / BSES Yamuna</td>
<td>New Electricity Connection (Domestic)</td>
</tr>
<tr>
<td>Drugs Control</td>
<td>Grant of License to Chemist</td>
</tr>
<tr>
<td>Weights &amp; Measures</td>
<td>Grant of Licenses as Manufacturer, as Repairer, as Dealer in Weights &amp; Measures</td>
</tr>
<tr>
<td>Labour Department</td>
<td>Registration of Shops and Establishment</td>
</tr>
<tr>
<td>Department of Environment</td>
<td>Eco-Club Grant for Schools &amp; Colleges</td>
</tr>
<tr>
<td>Delhi Police</td>
<td>Issue of Performance Licenses in Licensed Premise, Title verification for publication of Magazines, Newspapers, Journals etc., Registration of Eating House</td>
</tr>
<tr>
<td>Excise Department</td>
<td>Registration Of Luxury Tax &amp; Registration Of Cable Operator</td>
</tr>
<tr>
<td>Delhi Pharmacy Council</td>
<td>Fresh Registration &amp; Renewal of Registration</td>
</tr>
<tr>
<td>Registrar Office</td>
<td>Appointment of Returning Officer &amp; Returning officer</td>
</tr>
<tr>
<td>Delhi Development Authority</td>
<td>Free Hold of Group Housing Flats &amp; DDA flats</td>
</tr>
</tbody>
</table>

Table 1: Some of the departments and services covered under the e-SLA monitoring system

In this manner the e-SLA software has been up scaled to cover 116 services from 23 departments over a period of two years.

*Awareness generation among citizens*
Creating awareness among citizens about the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011 is a crucial necessity to enable them to harness the benefits that the Act provides them with. For this purpose, every department has been directed to put up a list of notified services along with the timelines fixed for these services on display at department counters. Furthermore, awareness has been created among citizens about the facility to track the status of their service applications online through the e-SLA software at www.e-SLA.delhi.gov.in. For this purpose advertisements have been posted on the radio, in newspapers and magazines and on bus queue shelters.

The Bhagidari programmes are also a channel through which publicity is carried out. Information on the scheme is disseminated to members of the five thousand Resident Welfare Associations (RWA) in Delhi, reaching out to a significant proportion of the population.

Evaluation and monitoring of outcomes

The e-SLA monitoring system is a developing system, hence it is important to constantly evaluate and monitor the performance of the system and identify areas of improvement so that a holistic system can be built for up scaling to all government departments in the state. For this purpose, a third party agency was appointed by the GNCTD to conduct a social audit on the performance of the e-SLA. The Management Development Institute (MDI), Gurgaon', conducted this social audit in mid-2012 to study departments responses to the new system, citizen usage and awareness of the new system and achievements and limitations of the software. The results of this social audit can be found in the report "Audit of the Functioning of Government of Delhi’s e-SLA Scheme' available with the MDI and GNCTD.

Programme components

The e-SLA software is used for three purposes:
- by departments to record the time taken to deliver their services
- by monitoring authorities to ensure department's compliance with the Delhi RTS Act and
- by citizens to track the status of their applications.

These three purposes of the software are carried out through the following components:

**a) Departmental interface:** Every department that has joined the e-SLA system has been given a login ID and password to enter details about the time taken to deliver services. These details are then pushed to the central e-SLA software where they are compared against the timelines that have been fixed as per the SLA's. Through this interface departments can keep a track of the time taken to deliver particular services.

**b) Monitoring dashboard:** One of the key features of the e-SLA software is the automatic calculation of delays in service delivery. The fixed timelines for services has been pre fed into the e-SLA software. When departments push the data with citizen's application details into the e-SLA software, the software automatically calculates any delay in service delivery by comparing this data against the fixed timelines. This information can then be accessed by monitoring authorities at delserv.nic.in in the form of various Management Information System (MIS) reports to track service delivery. These reports capture details like the departments name, service, the fixed timeline for service delivery, number of service applications delivered within time and number of service applications that have been delayed.

![Figure 3: Sample MIS report](Source: Department of I.T, GNCTD)
c) SMS updates: The e-SLA software also sends SMS updates to monitoring authorities (Head of Departments) every morning with details about status about completed and pending service applications. In this manner, these officials have easy access to information and can hold in charge officials accountable in cases of delay.

d) Citizen Interface: The e-SLA software enables citizens to track the status of their application online at www.e-SLA.delhi.gov.in by typing in the application number given to them while making a service request. This facility saves citizens the hassle of making multiple visits to government departments for inquiring about the progress of their service request.

![Figure 4: Screen shot of the citizen interface webpage of the e-SLA monitoring software](image)

The GNCTD is funding the development and maintenance of the e-SLA software. Approximately, INR 50 lakhs have been spent on the project so far. A major part of the spending has been on awareness generation campaigns among citizens. The cost of developing and up scaling the software did not require major investment because the system leverages Delhi’s existing I.T infrastructure.

Information flow

In the e-SLA the movement of service delivery related information is at two levels a) between government officials and b) between the government and citizens

a) between government officials: When departments who have signed SLA’s receive service requests they upload details like applicants name, address, application in date and out date into their internal/localised software. Using the login ID and password given to them by the Department of I.T, departments transfer this data to the central e-SLA monitoring software hosted at www.delserv.nic.in. Some departments use an automatic scheduler to transfer data to the e-SLA at a fixed time daily. At the central server, a synchronizer captures this data every evening after 11:30 p.m., and organizes this data into
a fixed tabular format after checking for inconsistencies and repetition. These tables help to generate detailed MIS reports about the status of service applications in various departments which are used by monitoring authorities to hold departments accountable. Automated SMS alerts are also sent to Head of Departments about the status of service applications in their respective departments.

**Figure 5: Information flow between government officials under e-SLA**  
*Source: OneWorld Foundation India, 2013*

**b) between government officials and citizens:** When citizens apply for a particular service, their applications are received, scrutinized, accepted by concerned department officials and they are given a Unique ID for tracking the progress of their request online. Meanwhile at the back end, service request details are transferred to the e-SLA software. The status of the service request is updated on the citizen web portal at www.e-SLA.delhi.gov.in wherein citizens can enter their Unique ID and track their request.

**Figure 6: Information flow between government officials under citizens**  
*Source: OneWorld Foundation India, 2013*

**Project Outcomes**

**Creation of an efficient public service environment**
The e-SLA is altering public service processes across 23 departments in Delhi. Prior to the Delhi RTS Act and the development of the e-SLA system, there were no fixed timelines for service delivery, as a result of which the time taken to provide services would extend into months. With the new Act and the e-SLA system, timelines have been fixed for the delivery of particular services, failing which concerned officials can be penalized. With an obligation to meet these timelines, government officials are now working towards quick and efficient delivery of services. For this purpose, they are reengineering departmental functioning and establishing clear cut procedures to ensure smooth acceptance of service requests and their subsequent on time delivery.

![Graphs showing the average number of days taken to issue Income Certificate, Domicile Certificate and SC/ST Certificate](source: Department of I.T, GNCTD)

*Figure 7: Graphs showing the average number of days taken to deliver services like issuance of Income Certificate, Domicile Certificate and SC/ST Certificate*

*Source: Department of I.T, GNCTD*
Figure 7 indicates that since the establishment of the e-SLA system the time taken to deliver services like issuance of Income Certificate, Domicile Certificate and SC/ST Certificate has significantly reduced. These services were earlier being delivered over a period of 45-60 days. With the e-SLA, the time taken to deliver these services has come down to about 15 days. Under the new system, services are being increasingly delivered within prescribed time limits, resulting in reduction of pending cases and delays.

Some departments have also undertaken process re-engineering to reduce delivery times. An example is the delivery of SC certificates. A decision was taken that as the children of SCs would also be SCs, the application process could be considerably shortened by simply having the applicants prove their parentage. The new process categorised SCs into ‘SC Delhi’ and ‘SC outside’ and eliminated redundant steps, improving delivery times.

**Provision of citizen friendly governance facilities**

A major hassle that citizens face during a service delivery process is the need to frequently visit government departments to request for a service and then to repeatedly track the status of their request. As a result, citizens exhaust their time, energy as well as financial resources and have to go through the drudgery of dealing with unresponsive government officials. With the Delhi RTS and the e-SLA system, this problem is being overcome. Citizens can now hold government officials accountable by registering a compliant under the Delhi RTS. Further, they need not visit government offices multiple times and can track the status of their request online.

With e-SLA, services are also being delivered on time as a result of which the inconveniences caused to citizens due to any sort of delay have significantly reduced.

**Strengthening transparency and accountability**

Along with reengineering service delivery processes e-SLA is also building a transparent and accountable work environment in government departments across Delhi. This is because service delivery processes are being tracked under the e-SLA. The monitoring dashboard provides information regarding pending and disposed cases; this information is then utilized by monitoring authorities to hold departments accountable. The maintenance of such records acts as a deterrent and is modifying the attitude of government officials towards their daily responsibilities making them more accountable to their seniors as well as to citizens.

**Challenges in implementation**

While the e-SLA is contributing towards the building of a transparent and accountable public service environment, it must be noted that there remains vast scope for improvement. The e-SLA system bestows certain benefits on citizens, however citizen awareness about these facilities remain limited. A social audit conducted by the Management Development
Institute, Gurgaon highlights this **limited awareness about the provisions of the Delhi RTS and the e-SLA system among citizens.** Citizens are not adequately familiar with the fixed timelines, the amount of penalty for any delay and the service tracking facility. There is a crucial need to address this lacuna, because though government departments are extending their support, a complete efficient, transparent and accountable service delivery environment can only be built if citizens actively exercise their rights and are aware of the channels to do so.

A crucial necessity for the e-SLA system to operate is the technological integration of departmental software with the central software. However, many departments do not have internal software of their own, as a result it presents a challenge to integrate their working with the e-SLA. Though the Department of I.T extends support to these departments to develop localised software of their own, **lack of adequate and standardized data, manpower and expertise hamper the technological integration process.**

Currently the **e-SLA system does not track internal departmental processes**, the software only hosts details about application in-date and out-date, as a result it is difficult to track the exact level at which service delivery is being delayed. Thus while it is possible to monitor the status of services in departments, the system does not allow for internal monitoring of processes.

For the e-SLA to have a larger impact, more and more services and departments need to be integrated into the system. Currently the e-SLA covers 116 services from 23 departments which leaves out a large number of services and departments. Since the delivery of several services falls within the purview of **multiple authorities**, it is difficult to monitor the time taken to deliver them and hence difficult to integrate them with the e-SLA system.

**Key lessons**

The e-SLA of the GNCTD presents a simple technological solution for mainstreaming a monitoring mechanism in the day to day operations of the government. It is facilitating the successful implementation of the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011. One of the key reasons for the success of the e-SLA is the system's defined purpose to serve the agenda of the Act. This legal backing has provided the software with legitimacy and aided in its quick up scaling to cover 116 services across 23 departments in just two years.

The experience of e-SLA shows that simple central interlinking software can be used to connect departmental data and transfer it to a central location for facilitating monitoring. The presence of an elaborate automated system is not required by every department for the successful usage of ICT tools for monitoring service delivery.

The e-SLA experience highlights that while it is crucial to reengineer business processes and build the capacity of government functionaries for building accountable governance
framework, the presence of a strong monitoring mechanism in itself can prove to be change maker. A strong monitoring mechanism backed by a law keeps government officials alert and responsive.

The process of developing the e-SLA system in Delhi reflects an intelligent need based usage of existing governance infrastructure. The convergence with the Common Service Centres i.e. Jeevan Centres for facilitating required data integration under the e-SLA highlights this fact adequately.

While technologically the e-SLA system is proving to be effective, work remains to be strengthened in terms of creating awareness among citizens. While citizens can track the status of their applications online, currently the process of applying for a service often requires citizens to visit government offices multiple times. Hence, it is equally crucial to make the service application process friendly. Perhaps the manner in which the online tracking facility has been activated can be extended to the service application process as well thereby making governance more citizen friendly. States like Andhra Pradesh have adopted a complete end to end ICT based system known as MeeSeva for the receipt as well as disposal of certain public services. Delhi can replicate this approach.

The next step for the e-SLA should be the integration of service application as well as disposal facilities through an online platform. With such a step a complete technology driven and monitored public service delivery system can be developed in Delhi.

eSLA can greatly strengthen delivery of public services and social sector schemes. In the case of public services, facilities such as waste management and water supply can be brought under the application. These deal with direct provision of services to citizens and there is therefore a greater potential for eSLA to be used to bring about increased transparency, accountability and efficiency.

The same applies to the social sector. Departments that deal with housing, health, labour rights, worker registration and cooperative societies should be brought under the application as they provide benefits to the weaker sections of the society. These sections arguably stand to benefit the most from the accountability provided by eSLA.

eSLA can also be extended to inter-departmental services. This will solve many problems of coordination and improve processes as bottleneck departments will be held accountable for non-performance.

Lastly, eSLA can be extended to G2E services. Employees also have a right to efficient services and need tools to hold the government accountable for acts of omission. eSLA can be a strong option in this regard.
The Way Forward

In the near future, the GNCTD plans to integrate the working of more services from different departments into the e-SLA system. Furthermore, the technical team is also working on developing an SMS solution for updating citizens about the status of their applications directly on their mobile phones. The e-SLA has now been in operation for over two years, the system is developing new components as it moves along and can be expected to alter service provision in the capital city.

Research Methodology

The e-SLA monitoring system of the GNCTD presents a successful example of leveraging a simple ICT based solution to back a legal commitment towards ensuring timely and efficient service delivery. In order to document the e-SLA initiative, the researcher conducted thorough secondary research using credible web resources like the Governance Knowledge Centre case-study on the e-SLA and the Department of I.T, GNCTD’s website. On the basis of the available information, the researcher identified gaps and then proceeded to conduct an interview with the Deputy Secretary at the Department of I.T to clarify doubts and collect additional information.

This documentation has been written by compiling together the information collected through secondary research as well as the insights gathered during the interview. Documents shared by the Department of I.T like the 'Audit of the Functioning of Government of Delhi’s e-SLA Scheme by the Management Development Institute (MDI), Gurgaon', 'Report on the Delhi Right of Citizen to Time Bound Delivery of Services (e-SLA) by Indian Institute of Public Administration (IIPA), New Delhi and a power point presentation prepared by the Department of I.T have also been referenced in the preparation of this study.

Conclusion

Increasing number of Indian states are passing their respective RTS Acts; there is also a growing awareness among citizens about the benefits that the Act provides them with. Given this, the ICT based online monitoring system of Delhi i.e. e-SLA provides a replicable solution for meeting both the demand and supply side of governance commitments under the RTS. Further, with governance in India actively taking the e-governance route and the demand for transparent and accountable government machinery being on the rise, a simple yet effective online system like the e-SLA can lead the way in developing a day to day monitoring system wherein governance processes are tracked and government officials made answerable. By gradually altering the working culture of government departments
and providing a convenient and accessible service delivery model to citizens, e-SLA is building a citizen-centric public service delivery environment in the capital of the country.
List of Abbreviations

APL  Above Poverty Line
DDA  Delhi Development Authority
DSWAN  Delhi State Wide Area Network
DVAT  Delhi Value Added Tax
e-SLA  Electronic Service Level Agreement
GNCTD  Government of National Capital Territory of Delhi
ICT  Information and Communication Technologies
ID  Identity
IIPA  Indian Institute of Public Administration
IT  Information Technology
MDI  Management Development Institute
MIS  Management Information System
NCT  National Capital Territory
NIC  National Informatics Centre
OBC  Other Backward Class
RTS  Right to Service
SC  Scheduled Caste
SLA  Service Level Agreement
SMS  Short Message Service
ST  Scheduled Tribe

References


• 'Audit of the Functioning of Government of Delhi's s-SLA Scheme'. Management Development Institute (MDI), Gurgaon. 2012

• 'Report on the Delhi Right of Citizen to Time Bound Delivery of Services (e-SLA)'. Indian Institute of Public Administration (IIPA), New Delhi. 2012


**Case fact sheet**

1. **Demographic information:**

<table>
<thead>
<tr>
<th>Parameter</th>
<th>Delhi</th>
<th>India</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population</td>
<td>16,753,235</td>
<td>1,210,193,422</td>
</tr>
<tr>
<td>Male</td>
<td>8,976,410</td>
<td>623,724,248</td>
</tr>
<tr>
<td>Female</td>
<td>7,776,825</td>
<td>586,469,174</td>
</tr>
<tr>
<td>Decadal growth in population</td>
<td>20.96</td>
<td>17.6</td>
</tr>
<tr>
<td>Sex ratio</td>
<td>866</td>
<td>940</td>
</tr>
<tr>
<td>Density of population</td>
<td>11,297</td>
<td>382</td>
</tr>
<tr>
<td>Literacy rate</td>
<td>86.34</td>
<td>74.04</td>
</tr>
<tr>
<td>Male</td>
<td>91.03</td>
<td>82.14</td>
</tr>
<tr>
<td>Female</td>
<td>80.93</td>
<td>65.46</td>
</tr>
<tr>
<td>Population living below poverty line</td>
<td>8.23</td>
<td>26.10</td>
</tr>
<tr>
<td>Scheduled Caste population</td>
<td>2.343 million</td>
<td>166.64 million</td>
</tr>
</tbody>
</table>
Demographic profile of Delhi and its comparison with national level data;

2. **Sector to which the project belongs**: Public service delivery

3. **Stakeholders and beneficiaries**:
   
   i. **Stakeholders**: Department of Information and Technology (I.T), Government of National Capital Territory of Delhi (GNCTD), the National Informatics Centre (NIC) and 23 Departments under the GNCTD.

   ii. **Beneficiaries** – Citizens of Delhi

4. **Calendar of major events**:

<table>
<thead>
<tr>
<th>Event Description</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Enactment of the Delhi Right of Citizen to Time Bound Delivery of Services Act, 2011.</td>
<td>15 September 2011</td>
</tr>
<tr>
<td>Tying the e-SLA system with the implementation of the Act. (13 services from 6 departments)</td>
<td>September 2011</td>
</tr>
<tr>
<td>Inclusion of 52 services from 18 departments for delivery under the Act</td>
<td>September 2011 - December 2011</td>
</tr>
<tr>
<td>Inclusion of 96 services from 22 departments for delivery under the Act</td>
<td>December 2011 - January 2012</td>
</tr>
<tr>
<td>Notification of Officers under the Act</td>
<td>21 February 2012</td>
</tr>
<tr>
<td>Inclusion of 116 services from 23 departments for delivery under the Act</td>
<td>February 2012 - September 2012</td>
</tr>
</tbody>
</table>

5. **Funding sources**: Government of National Capital Territory of Delhi

6. **Services offered**: 116 services from 23 government departments. Refer to Annexure III for complete list of services offered.